

WAR FOOD ADMINISTRATION  
U.S. AGRICULTURAL ADJUSTMENT AGENCY

3 AGRICULTURAL ADJUSTMENT—1943

For administrative use by county and community committeemen

CONTENTS

	Page		Page
The AAA farmer committeeman and the war...	1	Committeemen and U. S. D. A. programs—	
AAA's part in War Food Program.....	3	Continued.	
Adjustment is vital war measure.....	3	Handling new war time jobs—Continued.	
Crop programs changed to fit needs.....	4	Enlisting idle acres in 1943 production.....	12
Committeeman's adjustment work shows results.....	6	Hemp program.....	13
Conservation work helps boost yields.....	7	Castor-bean seeds.....	13
Greater production aim of 1943 program.....	7	War Board activities.....	13
Practices fitted to needs of areas.....	8	Farm-machinery rationing.....	14
Committeemen key to conservation success.....	10	Other farm rationing.....	14
Committeemen and U. S. D. A. programs.....	10	Construction permits.....	14
Many prewar jobs continue.....	10	Transportation.....	14
Commodity loans.....	11	Production loans.....	14
Purchase programs.....	11	Surveys.....	14
Cover-crop seed program.....	11	Slaughter permits.....	15
Crop insurance.....	11	Labor.....	15
Sugar program.....	12	Scrap collection.....	15
Handling new wartime jobs.....	12	Vegetable-price program.....	15
Corn and wheat movement into flood areas.....	12	Other jobs.....	15
Corn marketing program.....	12	Activities in county offices.....	15
		Development of the farmer committeeman.....	16
		Plans for 1944.....	18
		Financial report.....	20

THE AAA FARMER COMMITTEEMAN AND THE WAR

In community halls, courthouse meeting rooms, schoolhouses, and farm homes throughout the country, hundreds of thousands of farmers were assembled on the afternoon of January 12, 1943. It was National Farm Mobilization Day, and they had just listened to a radio broadcast which included messages from the President, Secretary of Agriculture, officers of the United States armed forces, and other representatives of the United Nations.

"You have done a good job of producing the record-breaking 1942 food crop," the radio voices had said, "but the 1943 job is still bigger. First of all, the production goals are higher—5 percent higher than the 1942 record. At the same time, your supplies of labor, machinery, and other production materials will be lower. Despite the handicaps, can you produce what the Nation needs to fight this war?"

At the close of the radio broadcast, groups of men and women in every farm county in the Nation set out to find the answer to that question. Most of this group were farmers—100,000 of them—State,

county, and community committeemen of the Agricultural Adjustment Agency.

For 10 years this organization of farmer committeemen had been the mainspring for agriculture's action programs. Elected by farmers themselves, the county and community committeemen's standing job had been to help their neighbors work together on problems that could not be handled by individual farmers or communities.

When unmarketable surpluses threatened to drive agriculture into bankruptcy, committeemen apportioned acreage allotments among farms so that farmers could team up in making necessary production adjustments; they helped farmers to divide up the available markets fairly by using marketing quotas. The problems of agriculture in the 1930's, like those of the rest of the world, were many and varied, and farmers through their committeemen used a variety of measures to meet them—conservation practices, crop insurance, crop loans, and the like.

The committeeman's 1943 war job in many respects was bigger and more difficult than any he had undertaken before, but essentially it was still a job of building strength through group effort—mobilizing agriculture of the United States into one huge, efficient production machine.

The first step was to help the farmer apply the national needs to his own farm so that he would know what might be his maximum contribution for the national good. The committeeman was guided by information the United States Department of Agriculture and other war agencies had worked out, showing national wartime needs weighed against the Nation's estimated production capacity.

The next step was to provide as much assistance as possible to help the farmer do his share of the production job.

After national needs were converted into State and county production goals, committeemen undertook a farm-to-farm canvass. They talked with each farmer about national food needs for fighting a worldwide war. The farmer learned of over-all needs and of what could be expected from other farmers in all parts of the country to help meet those needs. With this information, the farmer, with his committeeman, figured out how his farm could help most in meeting national food needs.

After considering various production factors, such as soil, climate, available labor and machinery, and the farmer's production experience, the farmer worked out his farm production plan for 1943. That farm plan, representing the farmer's own ideas of what he could produce, was to serve as an operating guide for him throughout the season.

Thus, farmers throughout the Nation early in 1943 knew individually and as a group their objective. They responded by planting more land to crops in 1943 than they did in 1942, in spite of production handicaps, such as bad weather at planting time and wartime shortages of labor, machinery, fertilizer, and other supplies and materials.

In telling farmers about the national needs, the committeeman's first job was completed, but he still had a big part to play in administering programs designed to help the farmer toward his production goal. This administrative job may be divided into two parts: First, there were the AAA's own programs; and second, other Department of Agriculture programs, whose local administration was assigned to the committeemen.



### AAA'S PART IN WAR FOOD PROGRAM

Several parts of the War Food Program were regular AAA measures, and their administration was naturally the responsibility of the AAA State, county, and community committeemen. The farm plan sheet, the adjustment provisions, benefit payments, and conservation practices were all important parts of the 1943 production program.

The farm plan sheet, serving as a point of contact between the farmer and the Government, has been an AAA mechanism for a number of years. By expanding it to include war crop goals and information on war production programs, it became an effective instrument of the War Food Program in telling each farmer what his Nation needed in terms of his own farm and in giving the Government some idea of intended production.

#### ADJUSTMENT IS VITAL WAR MEASURE

Adjustment, the process of helping the farm operator scale his crop production upward or downward to meet national agricultural demands, had always been one of the main functions of the AAA. Not only was AAA in a position to provide the machinery for making individual break-downs of the national goals set up for crops needed in greater quantity, but AAA's allotments and marketing quotas prevented a wasteful expansion of competing but less essential crops.

The flexibility of these measures proved helpful in meeting the food needs which continued to change as the war progressed. In many cases war developments changed specific food needs almost overnight. Agriculture was ready to fit its operations to the new demands. First of all, the farmer committeemen were in a position to bring information about the changed conditions direct to farmers in a matter of days. At the same time, the program's adjustment machinery could help in meeting the new problem.

The changes in the wheat situation and the subsequent program adjustments made to meet the new developments illustrate the flexibility of the program.

The summer and fall of 1942 found American wheat bins clogged. All regular storage facilities were filled, large numbers of other buildings were constructed for wheat storage, many farmers increased their farm storage, steel bins having approximately 27 million bushels capacity were shipped into the wheat area, and some 38 million bushels of additional storage was added by construction of new wooden bins. Notwithstanding these actions, considerable wheat had to be stored on the ground for extended periods, and railroads placed an embargo on wheat shipments except where farmers could show that cars would be unloaded at destination. Good yields, plus the disappearance of export markets following the outbreak of war in 1939, had built up these supplies at a tremendous rate. Only the use of acreage allotments, marketing quotas, and loans had enabled farmers to maintain their wheat income.

In the winter of 1942, however, changing war conditions opened new domestic markets for wheat. With greater buying power, the home population was buying and eating more wheat products. The new synthetic-rubber industry and the munitions industry found in wheat a usable raw product. The wartime increase in the production of livestock brought about more widespread use of wheat for feed.

All in all, the new uses and increases in consumption all along the line more than offset the prewar export markets, and the United States ended the crop year June 30, 1943, with a record-breaking consumption of wheat.

The wheat program was changed to meet the new situation which had developed so rapidly. In February 1943 the wheat marketing quota was suspended and farmers in spring wheat areas were urged to increase wheat plantings wherever it would not interfere with the production of more vital war crops. Committeemen informed farmers about the new needs. At the same time, wheat held off the market during the years of surplus was flowing into channels of wartime uses.

As wartime demand for other crops developed, similar action was taken on these crops under the AAA program. For 1943, acreage allotments were determined for all the six basic crops—corn, cotton, wheat, tobacco, rice, and peanuts—but only in the case of cotton and tobacco were allotments and marketing quotas applied so as to check undue expansion at the expense of food and feed crops. (See also pp. 5, 6.)

In the case of corn and wheat, farmers were encouraged to plant as much as they could without reducing the acreage for such priority crops as soybeans, peanuts, rice, and high-yielding feed crops.

The acreage allotment set up for each farm was used to determine the maximum production adjustment payment the farmer could earn for making the adjustments he and his committeeman had worked out in his farm plan. In arriving at this maximum payment (the farm's acreage allotment times the farm's normal yield multiplied by crop-payment rate) the following rates were used:

	Cents		Cents
Cotton.....pound..	1.0	Tobacco—Cont'd—	
Corn.....bushel..	3.0	Fire-cured.....pound..	1.2
Wheat.....do.....	8.5	Dark.....do.....	.7
Rice.....hundredweight..	2.0	Virginia sun-cured.....do.....	.5
Tobacco:		Cigar (41).....do.....	.4
Flue-cured.....pound..	.4	Cigar (62).....do.....	.7
Burley.....do.....	.4	Other cigar.....do.....	.5

These were the final rates for the year. Under the program, preliminary rates may be adjusted up or down if necessary to make the total payments come within the amount appropriated. The record-high participation and changes in the 1943 program necessitated a reduction from the rates originally announced for cotton, corn, and wheat.

#### CROP PROGRAMS CHANGED TO FIT NEEDS

Following is a summary of developments in the 1943 crop programs which illustrate how changes were constantly being made to meet new wartime conditions:

**War crops.**—Production goals based on the Nation's needs and allocated on the basis of each State and county's production capacity were worked out for each of the urgently needed war crops, such as flaxseed, dry beans, dry peas, soybeans, and peanuts. Using the farm plan sheet, committeemen helped each farmer translate these national needs into terms of what his individual farm could produce.

In some areas crop payments were made contingent upon the planting of at least 90 percent of the farm's war crop goal unless such



planting was prevented by abnormal weather. The latter part of this provision dealing with the weather was added late in May, when unfavorable weather conditions delayed and upset cropping plans in most sections of the country. Thus, the committeemen in many States had the job of determining whether or not abnormal weather had prevented the farmer from planting 90 percent of his farm's war crop goals.

**Wheat.**—The 1943 national wheat acreage allotment was 55,000,000 acres. However, farmers were urged to voluntarily hold plantings to 52,500,000 acres in order to make acreage available for more vitally needed crops. The estimated 1943 planted acreage was 54,159,000 acres.

Before the spring wheat was planted it became apparent wheat consumption was going to be greater than at first anticipated. Therefore, it was announced that, even though wheat farmers exceeded their wheat allotments, they would be eligible for wheat loans and that no deductions would be made from AAA wheat payments for excess wheat acreage.

Marketing quotas which were in effect on the 1942 crop and which would have been in effect on the 1943 crop were suspended February 23, 1943.

**Corn.**—The corn acreage allotments for producers in the commercial corn area were increased 5 percent over those for 1942. However, producers who wished to exceed their allotments by planting up to their "usual acreage" (125 percent of farm corn acreage allotment) were permitted to do so without incurring reductions in their payments. Later when feed needs became greater, as a result of greatly expanded livestock production, further adjustments were made by lifting this provision also. In other words, farmers in the commercial corn area could overplant their corn allotments without affecting their corn adjustment payments. Outside the commercial area there were no allotments.

**Cotton.**—The acreage allotted for 1943 was about 27,200,000 acres. However, farmers were urged to voluntarily hold total cotton acreage to 22,500,000 acres, as a means of making further substitutions of war crops wherever possible. The 1943 planted acreage was approximately 21,995,000 acres.

On March 6, 1943, cotton farmers were told they could exceed their 1943 cotton acreage allotments by 10 percent and still qualify for full payments.

Cotton marketing quotas for the 1943 and 1944 crops were suspended on July 10, 1943, after the July crop report indicated that cotton farmers were planting much less than the permitted acreage under quotas. No marketing-quota penalties will be assessed against cotton during the 1943-44 crop year, regardless of the amount marketed.

On August 4 it was announced that those farmers who unknowingly overplanted their cotton acreage allotments would not be denied any part of their payments because of such overplanting.

**Tobacco.**—The 1943 allotments for all types of tobacco, except burley, were about the same as for 1942. In the case of burley, the figure was increased 10 percent. Later in the spring the allotment provisions were revised for most types so that growers could exceed their acreage by 5 percent or one-tenth of an acre, whichever was

greater. This tolerance was provided to avoid any plow-up and waste of fertilizer or labor where a farmer planting close to his allotment made a small error in measurement. Still later deductions for excess tobacco acreage were removed for all types except burley and flue-cured.

Marketing quotas were originally proclaimed on flue-cured, burley, dark air-cured, and fire-cured tobacco, but were lifted on the latter two types on August 14, 1943, prior to marketing.

**Rice.**—The 1943 allotment was 1,380,000 acres; however, no deduction was made for exceeding the farm allotment.

**Potatoes and truck crops.**—A special payment was offered potato and truck crop producers for increasing their 1943 production. The potato payment, announced after the potato goal had been increased 100,000 acres, was based on acreage planted to potatoes in excess of 90 percent of the farm goal, not to exceed the larger of 1 acre or 20 percent of the goal. The rate of payment per acre was 50 cents per bushel times the normal yield. Potato production, for example, increased over 25 percent above 1942.

The payment on truck crops for fresh market was made on the same basis, and the payment rate was \$50 per acre. Vegetables included were carrots, snap beans, lima beans, beets, tomatoes, cabbage, onions, and green peas grown for fresh consumption, and the acreage of other vegetables double-cropped exclusive of watermelons, cantaloups, and cucumbers.

#### COMMITTEEMAN'S ADJUSTMENT WORK SHOWS RESULTS

The effectiveness of the committeeman's adjustment work is written in the record of the harvests. That is no record of business as usual. It shows farmers have converted to war. They shifted their production to needed war crops on a quantity basis—a record-breaking quantity basis.

Oil crops are an example. When the war cut off imports of vegetable oils, the solution was to increase domestic production of soybeans, peanuts, and flaxseed. Farmers shifted to these crops on an unprecedented scale. Here is the record (1943 production from October crop report figures as a percent of the prewar 10-year—1932–41—average):

	Percent
Soybeans.....	401
Peanuts.....	228
Flaxseed.....	362

Dry peas, beans, and Irish potatoes are important war foods needed to provide a balanced diet for soldiers and civilians. This is how production of these crops has been stepped up (1943 production from October crop report as percent of the prewar average):

	Percent
Dry peas.....	361
Dry beans.....	159
Irish potatoes.....	129

Meat, milk, and eggs have always been staples on the American dinner table, and the war has naturally made them just that much more important and that much more in demand. This is how farmers responded (preliminary figures on 1943 output as percent of prewar average):



	Percent
Meat .....	142
Milk .....	112
Eggs .....	123

Many factors, in addition to the farmer's patriotic desire to do his best for victory, have contributed to the achievement of this kind of big-scale selected production. The foundation on which all other measures had to be built, however, was the committeemen's work: First, in informing farmers what Uncle Sam needed for war; and second, in providing each individual farmer the means for joining his own production effort with the efforts of the 6 million other American farmers.

Thus, by providing farmers the means for joint action, committeemen were the key to the achievement of the wartime production job, just as they had been the key to the solution of peacetime economic ills.

#### CONSERVATION WORK HELPS BOOST YIELDS

One big reason why the American farmer has thus far been able to accomplish the stupendous task of feeding our armed forces, supplying our friends abroad, and keeping the American people eating better than they did in peacetime, is the way in which conservation farming promoted by the AAA farm program has increased yields per acre.

In the years 1933-42, yields per acre of major crops were 8.8 percent above yields per acre in the pre-farm program decade of 1923-32. The soil conservation program, however, did not become fully effective until 1937. In the 6 years 1937-42, crop yields per acre were 20.8 percent above the 1923-32 average.

At a time when both labor and land were scarce, the AAA's machinery for encouraging farmers to carry out soil-building practices took on increased significance. This is borne out by the fact that while average acreage in 1937-42 was about 5 percent below the 1923-32 average, total agricultural output increased 12.2 percent.

#### GREATER PRODUCTION AIM OF 1943 PROGRAM

When the conservation phase of the AAA program was drafted for 1943, two noteworthy steps were taken.

First, greater latitude was given local committeemen in determining specifications for practices and the size of payments farmers could earn in carrying out the practices.

Second, greater emphasis was placed on those practices that would save and improve the soil, make possible the best use of water supplies, increase range and pasture forage, prevent wind and water erosion, and by doing these things, increase production at once.

Routine practices and those which would be carried out in desired volume without payment were not eligible for payment.

As in the past, farmers were offered payment only for actual performance of approved practices. In working out the rates, consideration was given to the estimated average cost of performing the practices and the relative need for the practice and the farmer's familiarity with it.

Since the amount of funds available for practices was limited, a practice allowance was determined for each farm. This allowance represented a maximum the farmer could earn for certain production

practices. There were, however, some practices which were unlimited such as terracing in certain Southern States, for which the farmer could earn payments for as much as he accomplished.

A number of factors entered into the determination of the farm allowance in order to fit the program to the area and farm and at the same time obtain a maximum contribution to the war effort. The factors included such items as the acreage of cropland on the farm in excess of the farm's acreage allotments, the amount of grazing or pasture land, the number of livestock (in certain areas), and the acreage of commercial orchard and vegetable land on the farm.

After arriving at a figure on that basis, the county committee had the authority to adjust, within certain broad limits, the farm's allowance in accordance with the farm's conservation problems. For example, in making the adjustment, the committee would take into account the type and degree of erosion on the farm, the topography of the land, the type of soil, the type of farming, the acreage of war-crop goals, the need for maintaining and increasing soil fertility, the need for and the practicability of water conservation, and the availability of labor, equipment, and material required in carrying out needed practices.

#### PRACTICES FITTED TO NEEDS OF AREAS

The practices approved for payment under the program were likewise fitted to the needs of the area. For instance, in the western wheat country, a practice farmers are encouraged to carry out is to summer-fallow part of their land and to protect this summer fallow from wind and water erosion by a special type of cultivation or by the use of strip cropping. Experience has shown that protected summer fallow not only permits the land to rest for a season but also stores up moisture in the soil, so that a substantially greater yield will be maintained.

In southern sections of the country, where land lying uncovered through the winter has been a water-erosion problem, the cover-crop practice has proved highly beneficial. By planting a cover crop in the fall after the season's commercial crop has been harvested, the land is protected from erosion during the winter. In the spring the cover crop is plowed under in order to build up the soil by the incorporation of the vegetative matter. Leguminous cover crops are especially encouraged since they also add nitrogen to the soil, an important function at this time when commercial nitrogen is needed in the manufacture of munitions.

Development of springs and the construction of watering places are important among the practices offered in the western range country, and they meet a problem peculiar to that area. By having watering spots located at scattered points over their range, stockmen have found that their stock will graze over the entire range instead of crowding close around a single watering hole. As a result the grass around the available watering place is not ruined by overgrazing. All parts of the range are grazed, and greater numbers of livestock can be supported.

Other practices are applicable over nearly every section of the country. Contouring is one of the more important wartime practices. Contouring can be counted upon to increase per-acre yields in some



areas by at least 10 percent. This is immediate increased production. It has been demonstrated that 50 contoured acres can mean a production at least equivalent to that of 55 acres farmed up and down the slope.

Contouring is but one conservation way—grassed drainageways and strip cropping are partners of contouring, and they also can be applied by comparatively simple and easy operations.

Another type of practice widely encouraged was the application of various types of materials such as superphosphate and lime. It was part of the program's purpose to expand the production of these materials and to help farmers obtain them at reasonable rates. As an example, the AAA made arrangements to purchase phosphate and lime in large quantities, and many farmers were able to obtain what they needed from the county committee in lieu of conservation payments.

The AAA's interest in furnishing materials to farmers stems from the desire to promote the growing of seeds—particularly those needed for green-manure and cover crops, to promote the agricultural use of lime and phosphate which would not be moved through normal trade channels, to supplement existing distribution channels, and more recently to promote the manufacture and delivery of lime and phosphate during periods that are normally slack. The latter makes it possible for plants to operate more economically by having orders located and placed much earlier, thus eliminating or minimizing slack periods. This not only works to the advantage of the farmers and the plants, but also serves to ease wartime transportation by spreading the hauling over a longer period.

As a result of the conservation practices encouraged under the program, farmers in many areas, despite the handicaps imposed by the war, built up the productiveness of their soil. It was a job they had been carrying on since the beginning of the conservation program in 1936.

A significant example of the increased use of practices under the program is the application of limestone and phosphate. From 1936 through 1942, the total amount of limestone used by farmers cooperating in the program in continental United States was 63,915,000 tons. This rose from 3,620,000 tons in 1936 to 18,971,000 tons in 1942. When limestone was first supplied to farmers in lieu of payments in 1938, the total amount furnished was 38,116 tons, as compared with 12,623,000 tons supplied in 1942.

The total amount of phosphate (converted to a 20-percent basis) applied by cooperating farmers from 1936 through 1942 was 4,150,000 tons. This increased from 121,000 tons in 1936 to 1,173,000 in 1942. The amount furnished by AAA increased from 54,000 in 1937, when phosphate was first furnished, to 818,000 tons in 1942 (all 20-percent basis).

While detailed figures on practices carried out under the 1943 program are not available, preliminary estimates indicate that approximately \$195,000,000 will be earned by farmers. This compares with about \$167,000,000 earned under the 1942 program, \$122,000,000 in 1941, and about \$115,000,000 in 1940. Thus the amount of money earned by farmers—a good measure of the work done—for carrying out such practices has increased 45 percent in 3 years.

#### COMMITTEEMEN KEY TO CONSERVATION SUCCESS

Committeemen—State, county, and community—carry full responsibility for the field administration of the AAA's conservation program. The committeeman's first responsibility is to inform farmers of the practices carried in the program and to explain how the practices will improve the farmer's land and production. He tells the amount of payment the farmer may earn from the AAA program for carrying out the practice in the approved manner, and he may help draw up a conservation program fitted to the farmer's own particular farm. Many of these practices have been developed after years of experimental work and demonstration by State experiment stations and extension services.

In cases where materials and services are provided in lieu of cash payments, the committeeman is responsible for seeing that farmers get those materials and services, either from the AAA directly or through purchase orders.

At the close of the season, the committeeman's job is to assist in checking performance and certify that the farmer's application for payment is in order. Up to 1943, performance was checked by actual inspection of each practice a farmer carried out. However, in 1943, in order to conserve manpower and promote economy, most farmers made out their own reports of conservation work they had done, in much the same manner a citizen files an income-tax return. The committeeman continued to make spot checks and still had the responsibility for certifying the application for payment.

#### COMMITTEEMEN AND U. S. D. A. PROGRAMS

From the time the committee system was created, the farmer committeemen have been responsible for the local administration of many National Farm Program measures, in addition to those which came strictly within AAA legislation and appropriations.

The war has increased both the number and the extent of these jobs. Developments, particularly since Pearl Harbor, have brought farmers face to face with many war problems that could be solved only through joint action. Because of their peacetime experience in providing farmers the framework for action on a Nation-wide front, the farmer committeemen were well prepared for doing the same kind of a job in connection with many of the agricultural war problems.

The committeeman's work since war came consequently has gone well beyond his first and most important job of explaining the Nation's food needs to his neighbors and of helping them adjust their production plans to those war needs. His work has been aimed at helping farmers overcome a great variety of production handicaps.

#### MANY PREWAR JOBS CONTINUE

In serving farmers during wartime, the committeemen naturally found it necessary to help develop and administer new programs to fit new situations. However, many U. S. D. A. measures that committeemen had been administering before the war continued to be effective tools against wartime problems.

This survey of the many committeemen's jobs aside from those that are specifically AAA will begin with jobs continued from prewar years:



**Commodity loans.**—The Commodity Credit Corporation in making loans on farm commodities direct to the producers has always operated through State and county AAA committees. The war placed new importance upon this work, because the loans not only enabled producers to provide an orderly flow of commodities to market but they also served as one means of providing reasonable price floors for needed crops.

The committeeman's work in connection with loans expanded as the number of commodities on which loans were made increased. During 1943 loans were available to producers of corn, cotton, wheat, tobacco, rice, rye, barley, grain sorghums, soybeans for oil, flaxseed, potatoes, sweetpotatoes, dry edible beans and peas, and hay and pasture seeds.

In administering these loans, the county committees were responsible, first of all, for explaining the programs to the farmers. Applications for loans were made to the committees, who then had to make sure storage facilities were adequate and that the commodity offered for loan met minimum standards. After the loan was made, the committee was responsible for making periodic inspections of the commodity, in cases where it was stored on the farm, and for handling liquidations of the loans. Once these application papers get the committee's approval, the farmer has but to take them to a CCC-approved lending agency, usually a local bank, to obtain his loan.

**Purchase programs.**—Another Department of Agriculture price support operation in which committeemen have participated is the purchase of certain commodities such as dry edible beans and soybeans for the account of the Commodity Credit Corporation.

**Cover-crop seed program.**—Committeemen have carried out two important jobs in connection with the cover-crop seed program which the AAA inaugurated in 1940 and has continued every year since. First, committees in the seed-producing areas, principally the Pacific Northwest, work with farmers there to increase production of winter legume seed. This has involved explanation of the need for seed and its income-building possibilities as well as local administration of the program to provide seed and a price-support for the new crop. Second, committees in Southern and East Central States work with farmers in their areas to increase use of winter cover crops. The committees help farmers obtain the seed through regular channels or through the committee as a conservation material in lieu of payments earned under the conservation program.

This program has grown in importance with the war, because winter cover crops serve not only to increase productivity of the land but the leguminous cover crops can replace nitrogenous fertilizers at a time when nitrates are needed in war production.

**Crop insurance.**—Committeemen have been the local representatives of the Federal Crop Insurance Corporation. They have been insurance men, in effect. The committeemen's insurance work has consisted of more than providing farmers with information regarding the provisions of the crop-insurance program and its application to individual farms. It also has involved some collection and compilation of base period and current production data for individual farms, the determination, subject to approval by the Federal Crop Insurance Corporation, of average yields and premium rates for each farm on the basis of production history, the solicitation and writing of insurance, the preparation of the insurance documents, the collection of

premiums, the inspection of damaged fields, and the adjustment of crop losses. The cost of this work is met by transfer of funds from the FCIC.

**Sugar program.**—Local administration of the conditional-payment phase of the Sugar Program is a responsibility of the county committeemen. The committeemen determine the acreage planted and the acreage abandoned or harvested. Committeemen also determine growers' compliance with the labor provisions and the soil-conservation requirements of the program. Upon receipt of marketing reports from sugar-beet-processing companies, the applications for payment are prepared in the county office. The signatures of the producers are then secured, and the applications are certified and forwarded to the State office for audit and payment. The conditional payments are based on the amount of sugar produced, but special payments are also made to partially compensate growers for crop losses due to natural disasters.

#### HANDLING NEW WARTIME JOBS

In addition to carrying on such continuing jobs as are described above, the committeemen from time to time, ever since they were first organized, have provided the organization for meeting special problems, frequently of an emergency nature.

The war, naturally, has resulted in a number of new emergency problems that committeemen have been in a position to tackle successfully. Following are several examples:

**Corn and wheat movement into flood areas.**—In the spring of 1943, after floods had left many areas short of livestock feed, committeemen were called upon to determine which farmers were in need and to help them obtain the feed they needed. Committeemen helped the CCC direct shipments of corn and wheat to dealers in the stricken areas. Where no dealers were available, the committees handled the distribution of CCC shipments themselves.

**Corn marketing program.**—During the summer of 1943 committeemen provided the machinery for speeding up corn marketings that kept many vitally needed corn-processing plants in operation. The problem developed late in the spring, when many war plants that use corn and corn products in their production processes were unable to obtain adequate supplies of corn and were threatened with a shut-down. A few corn-processing plants actually did stop operations.

Corn Belt AAA committeemen were called upon to explain to farmers the urgent need for corn and the Government's price proposition.

Thirty days after the committeemen started to work, the bottleneck was broken. Millions of bushels of corn had been sent to market and millions more pledged for delivery as soon as farm work would permit the shelling or as soon as local elevators could handle it. Processing plants resumed full-time operations with the prospect of keeping their plants in operation at full speed until the 1943 corn crop was available.

**Enlisting idle acres in 1943 production.**—In an effort to make a maximum use of all agricultural resources in carrying out the big 1943 production job, the Secretary of Agriculture early in the season asked county and community committeemen of the AAA to locate



idle farms or idle tracts of farm land in their own communities and, on their own initiative, see that this land was put into useful production.

To accomplish this task, the AAA office in many counties was made a rental clearing house for farmers having idle tracts they themselves could not farm and for those who wished to rent land or expand their operations. This, plus the work the committeemen did in surveying their own communities, served to hold idle land at a minimum.

**Hemp program.**—When the main United States source of hemp was cut off after the loss of the Philippines, the supply of marine rope and cordage was seriously threatened. To meet the problem the CCC bought available supplies of hempseed and distributed these supplies through AAA committees to farmers in Kentucky, a suitable seed-producing area.

The Kentucky farmers grew a seed crop in 1942 that made possible the production of hemp for fiber in six Midwest States during 1943.

Committeemen handled the expanded production program by visiting prospective producers and in behalf of the CCC negotiated contracts with those who wished to begin hemp production. Under the contract, seed was provided, special harvesting machinery was made available on a custom basis, and the CCC agreed to purchase the crop.

**Castor-bean seeds.**—The 1943 castor-bean seed production program, carried out by the AAA in cooperation with the CCC and the Bureau of Plant Industry, Soils, and Agricultural Engineering, represented a continuation of the program begun in 1941 for producing seed stocks of high-oil-content varieties of castor beans. The national goal for high-oil-content castor beans was set at 10,000 acres under the 1943 program. In the eight States in which the program operated, 9,162.2 acres of castor beans were planted by 2,945 producers.

#### WAR BOARD ACTIVITIES

One of the most important contributions the committee organization has made to the national war program, aside from its AAA work to adjust food production to war needs, is its service to the United States Department of Agriculture State and county War Boards. These boards were organized by the Secretary of Agriculture in July 1941 to coordinate the defense, and later the war, activities of all Department agencies.

Because the AAA committees represented each State and county in the country and because these committeemen were farmers, the chairmen of the county AAA committees were named chairmen of the county U. S. D. A. War Boards. In the States the chairmen (the executive officer in Southern States) were designated the chairmen of the State U. S. D. A. War Boards.

The boards consisted of representatives of all Department agencies operating in the field. In August 1943 the membership of the State boards was expanded to include State Supervisors of Vocational Agriculture and State Commissioners of Agriculture.

The work of the boards covers such a wide range that in virtually every State and county the chairman has been obliged to devote full time to the job, and the State and county AAA offices, which were

designated as headquarters for the boards, have become the hub of agriculture's war activities.

The AAA chairman, in his capacity as chairman of the War Board, and frequently other members of the AAA committee, have many responsibilities in connection with War Board work. A summary of these activities follows:

**Farm machinery rationing.**—The county AAA chairman and two other farmers designated by the county U. S. D. A. War Board serve on the County Farm Machinery Rationing Committee. This committee must consider all applications for purchase certificates which are needed to buy new rationed farm machinery. In order to determine which applicants are most in need of new machinery, farmers are interviewed and their requirements discussed. The committee has authority to work out pooling arrangements where necessary.

The county committees are responsible to the State War Board. The State boards also determine what counties will need new equipment and help work out distribution plans for new farm machinery made available by WPB.

**Other farm rationing.**—County War Boards provide a means for distributing fairly a number of other critical farm supplies needed in maintaining war production. For example, they allocate pressure cookers, copper wire, lumber, and smaller type stationary engines. They must give their approval before steel wheels for tractors may be converted to rubber tires. They assist farmers with the preparation of priority forms for the purchase of critical items essential to war-food production but outside the regular farm-machinery rationing program. They help farmers obtain what they need of about 150 hardware items by supplying dealers with certifications as to necessity.

**Construction permits.**—County and State War Boards are called upon to review and give their recommendations on applications for all on-farm construction that involves the use of any critical material and costs more than \$1,000.

**Transportation.**—The county War Board is responsible for reviewing and making recommendations on farmers' applications for gasoline and tires. This work has made it possible for the Office of Price Administration to speed up and handle applications with greater equity as the program has progressed.

Working with the county War Board on transportation matters is a County Farm Transportation Committee made up of an AAA county committeeman, two other farmers, a trucker, and a farm supply dealer. This committee is responsible for developing transportation programs that will hold to a minimum the mileage traveled by farm vehicles within the county.

**Production loans.**—Production loans of the Regional Agricultural Credit Corporation are handled by Farm Credit Administration representatives in the county. The War Board, however, was asked to review each application for an RACC loan and to certify as to the farmer's need for funds to increase production of essential agricultural products.

**Surveys.**—From time to time, as information on various agricultural problems and situations is needed, War Boards are called upon to make surveys. Examples of such surveys include: County-by-county monthly requirements for soybean meal during the coming year, local



needs for new farm trucks, the kind and number of farm machines in dealers' hands before the rationing program was launched.

**Slaughter permits.**—The county War Board issues permits to farm slaughterers who slaughter for sale less than 400 pounds of meat a year. It is also responsible for issuing livestock dealers' licenses.

**Labor.**—The county War Board's only labor responsibility has to do with draft deferments. The War Board can initiate or review requests for agricultural deferment with the county Selective Service Boards. It is also authorized to request anyone who is in a non-essential occupation and who has a farm background to take a job on a dairy farm if one is available.

**Scrap collection.**—The State chairman is a member of the State Salvage Committee, and in most States he is made responsible for programs to collect scrap material in rural areas.

**Vegetable price program.**—Under the vegetable program, the Government buys processed vegetables from canners who pay certain specified minimum prices to producers. The War Boards have the job of certifying those vegetable canners who have contracted with growers on those terms.

**Other jobs.**—The boards' work extends into almost every activity that has an influence on agriculture's contribution to the war. The jobs go far beyond those listed above. The boards, for example, encourage farmers to repair and construct essential storage facilities. They put on drives to encourage orderly marketing of hogs to avoid glutted slaughterhouses. They urge farmers having farm woodlands to harvest a maximum of forest products.

Frequently the boards are called upon to perform services for other war agencies. Such jobs include assisting the Army and Navy in purchases of war-plant sites and in relocating displaced farm families; certifying farmers' applications for explosives licenses to the Explosives Control Division, Bureau of Mines; and cooperating with the Treasury Department in putting on war bond and stamp drives.

#### ACTIVITIES IN COUNTY OFFICES

A picture of the huge work load of these farmer committeemen may be obtained by inspecting a county work record for a single month.

Polk County is a sample Iowa county in the heart of agricultural America. The activities that take place in the office of the AAA committee and U. S. D. A. War Board are duplicated in counties throughout the Nation.

In March 1943, 2,367 farmers visited the Polk County office. There were 290 nonfarm callers. A total of 1,238 inquiries were made by telephone, 20 percent of them from city people.

To secure proper distribution of soybean seed among the county's 2,500 soybean growers, 7 seed dealers were selected by the committee to handle the seed.

About 460 tons of superphosphate were distributed to farmers by way of the committee office, and 319 applications were received for about 5,000 tons of limestone.

The county committee prepared and sent 12,480 letters to farmers to promote the second war bond drive.

Sixty wheat loans and 120 corn loans were liquidated during the month.

Sale and shipment to farmers of some 12,000 bushels of CCC soybeans and 36,113 bushels of corn were arranged by the Committee.

Thirty inspections were made of farm-stored grain, and the construction of 30 storage bins was arranged.

Ten carloads of feed wheat were ordered from the Commodity Credit Corporation, and a carload of soybean meal was distributed to farmers to help relieve a protein-feed shortage.

About 1,300 applications were received from farmers for rationed machinery, equipment, and fencing.

Two applications for farm buildings were approved and 35 applications for farm-truck gasoline were received, while 75 livestock dealer permits were issued.

Recommendations of the farmer-committeemen of Polk county on nearly 100 Selective Service cases were accepted by local boards.

War crop goals were worked out in cooperation with 2,946 farmers for as many farms.

Almost 100 farmers were given aid in making applications for priorities to buy electric wiring.

Besides these office duties in 1 month's time, members of the committee were called upon to attend several meetings in the county—meetings by farm organizations, grain-elevator men, and Parent-Teachers Associations—to explain various phases of the War Food Program.

This demonstrates the extent and variety of the business carried on by the farmer committeemen. They are helping their neighbors overcome wartime obstacles in food and fiber production. In effect, they are the trouble shooters for any farm-production problem which may arise in their counties. At the same time, they are carrying on their first and foremost job of running their own farms and thereby making their production contribution on that front as well.

#### DEVELOPMENT OF THE FARMER COMMITTEEMAN

The AAA farmer committeeman, who today is playing such a vital role in agriculture's gigantic production job, came into being with the farm program created in the AAA legislation of 1933. That legislation did not specify the kind of organization to be used in the development and administration of the new program, but it was the spirit of the law that farmers themselves should have a large part in the conduct of their program and should be responsible for its operation. Even before 1933 those who were most active in the movement for national farm legislation had come to the conclusion that if a vehicle for joint farmer action could be devised, farmers themselves were the ones best qualified to direct it.

When the first AAA programs were launched, therefore, farmer participation in the formulation of policies and the administration of various measures became a guiding principle.

At the start of the early commodity programs, some administrative as well as policy-making tasks were delegated to farmer committees who operated largely under the supervision of the Extension Service. As the program progressed, however, greater recognition was given to the importance of utilizing the knowledge and experience of farmers themselves, if sound decisions were to be reached on the many immediate problems that arose locally. Moreover, it was felt more and



more strongly that, in any continuing program, full responsibility for local administration should rest upon representatives of the farmers to whom it would apply.

Progress toward this goal has varied within wide limits. In the main, the advance of the farmer committeeman from an advisory capacity to active administration has been steady and rapid in most States. Although the principle of farmer administration was contained in the original Adjustment Act, the Secretary of Agriculture was directed to use farmer administration under the Agricultural Adjustment Act of 1938.

The act of 1938 required the Secretary of Agriculture to designate local administrative areas, provided that cooperating producers in those areas should elect local and county committees from among their own number, and specified that certain administrative functions, notably the apportioning of county acreage allotments among individual farms, should be carried out through county and community committees.

Ever since 1933 the county association has been the basic unit in the farmer organization. These associations, known first as (Commodity) Production Control Associations and after 1936 as County Agricultural Conservation Associations, include as members all farmers of a community who cooperate in the programs.

Each farmer eligible for membership in the association is eligible to vote in the election of community committeemen held each year. Each farm community—there are approximately 29,000 communities consisting of 1 or more townships—elects 3 members to its community committee.

Farmers at the community meeting also elect a delegate to represent them at a county convention. When these community delegates gather they elect a county AAA committee of three farmers. The county agricultural extension agent is an ex officio member. There are 3,029 such county committees operating in the United States.

Altogether, not counting alternates, there are 9,087 county committeemen and approximately 87,000 community committeemen.

Since committeemen are elected annually by their farmer neighbors, they are directly responsible to the farmers of their county and community. If they do not administer the program satisfactorily, farmers who elected them have the democratic privilege of replacing them with new members at the next election, and farmers exercise this privilege. There is an annual change in committee membership of approximately 20 percent.

Committeemen receive pay for the time they devote to the program. The average pay of committeemen varies in different localities and in different parts of the country, but the daily rate of pay is from \$3 to \$6 a day. Most of the rates are around \$4 a day.

The committeeman's pay as well as the committee's other operating expenses is deducted from funds made available for payments to farmers.

As the programs have developed through the last 11 years, the responsibilities of the county committees have grown. These committees, with the help of community committeemen, are in charge of the programs within the county. Their responsibilities, described in more detail in other sections of this report, include explanation of program

provisions to farmers, determination of individual goals and allotments, specifying conservation practices, certifying eligibility to participation in loan and other programs, checking performance and certifying applications for payment. Under the War Food Program, many war jobs have been added to the long list of responsibilities.

In addition to the administrative tasks, the committeemen play an important part in program development. Their recommendations help to shape agricultural programs to fit the needs of their own localities and to help meet the problems of farmers and consumers throughout the Nation.

The committeeman is in a position to speak for the farmer, not only because he is in constant touch with his farmer neighbors but also because he is a farmer himself.

Operations of county committees are linked by means of a State AAA committee. The State committee consists of three to five farmers who are residents of the State and who are appointed by the Secretary of Agriculture. The State Director of Agricultural Extension is an ex officio member of the committee.

Servicing and directing the State committees are the regional divisions which are a part of the central office of the Agricultural Adjustment Agency. These divisions, their directors, and the States served by each are as follows:

EAST CENTRAL DIVISION—Charles D. Lewis, *Director*. States: Tennessee, Kentucky, North Carolina, Virginia, West Virginia, Maryland, and Delaware.

NORTHEAST DIVISION—A. W. Manchester, *Director*. States: Pennsylvania, New Jersey, New York, Connecticut, Massachusetts, Maine, Vermont, New Hampshire, and Rhode Island.

NORTH CENTRAL DIVISION—Leroy K. Smith, *Director*. States: Ohio, Michigan, Indiana, Illinois, Iowa, Missouri, Nebraska, South Dakota, Minnesota, and Wisconsin.

SOUTHERN DIVISION—I. W. Duggan, *Director*. States: South Carolina, Georgia, Florida, Alabama, Mississippi, Louisiana, Arkansas, Texas, and Oklahoma.

WESTERN DIVISION—G. F. Geissler, *Director*. States: North Dakota, Kansas, Colorado, Wyoming, Montana, New Mexico, Arizona, California, Utah, Nevada, Idaho, Oregon, and Washington.

The Division of Special Programs, W. G. Finn, *Director*, supervises program operations in Puerto Rico, Alaska, and Hawaii.

The Division of Information, Willard Lamphere, *Chief*, handles over-all AAA information, while State and county information functions are performed through State and county AAA committees.

The State and national staffs of the agency include many men who are farmers and who once held posts on county committees. Thus, through farmer administration, the AAA supplies a channel through which the demands, experience, and the knowledge of farmers have flowed to shape effective farm programs and to make them ever stronger. The experience these farmer committeemen gained through a decade of peacetime work and now through 2 years of war is the bulwark of agriculture for meeting the problems of 1944 and the future.

#### PLANS FOR 1944

As farmers enter another production year, the work of the committeemen takes on added importance. The need for many of the critical crops has increased even over the high 1943 levels. Production handicaps carry little promise of diminishing materially. Many farmers are reaching the point where productive land into which crops



may be expanded is no longer plentiful. Labor is likely to be more scarce. More new farm machinery and equipment will be produced than in 1943, but the increase is short of what farmers may feel they need in order to do an adequate production job. Then, too, there is still the problem of allocating the machines equitably and effectively.

National production goals have been worked out once more for the various crops. This was done during October at State meetings held throughout the country. Representatives of State and national agricultural agencies and organizations worked with the State AAA committeemen in translating national needs into actual production goals. County production goals will be established, and in the early weeks of 1944 farmer committeemen will visit each farm and again help farmers work out their production plans for the new year. As in the past, this plan, when completed, will show what each farmer thinks he can produce, measuring his land capacity, equipment, labor, and other production facilities against the national needs.

With additional acreage which may be put into production definitely limited, and with the needs more than matching agriculture's production capacity, there is an urgent necessity for getting the most out of each acre through effective use of conservation practices. The committeeman's job will be to assist farmers in selecting those production-increasing practices they would not otherwise perform.

In many instances an incentive for carrying out these practices, in addition to the farmer's desire to help the war effort, will be AAA payments made direct to the farmer. In other cases the incentive will be the conservation materials which the farmer may get for application to his land.

Because of the necessity for concentrating on those conservation measures that will get the best and the quickest results with the funds available, committeemen will have a greater responsibility than ever in the selection of practices that may qualify for payment in each locality.

Acreage allotments or marketing quotas will not be operative for any food crop in 1944. Committees in the flue-cured and burley tobacco area, however, will carry on their administrative functions in connection with allotments and marketing quotas for those two crops.

Many other responsibilities under the War Food Program, described on preceding pages, will continue to be a part of the AAA farmer committeeman's work in 1944, and he will be ready to help farmers work together on whatever problems war developments may bring.

After the war—whether it ends in 1944 or later—the organization of elected farmer committeemen puts American agriculture in a position to act quickly and harmoniously in making the adjustments to peace. Because agriculture with its farmer organization was prepared for action, it was the first great industry to convert to the needs of war. It can, as well, lead the country into peace.

The problems of the post-war years threaten to be more difficult than those that came with the war. Agriculture must expect to provide its share of opportunities for the returning service man and war worker. Agriculture must expect to find that peacetime markets—here and abroad—will demand commodities and quantities far different from wartime markets, perhaps far different even from the markets we had before the war. Agriculture must face the fact that, unless it

carries forward with increasing vigor the conservation and soil-building work begun in recent years, it will find itself bankrupt of land resources.

These are but three of the most obvious problems that cannot be dodged or successfully faced by farmers working individually. These and other problems that are certain to arise point to the urgent necessity for agriculture to prepare for the peace. Then, as now, joint action will be the key to victory.

### FINANCIAL REPORT

The expenditures of the Agricultural Adjustment Agency during the fiscal year ended June 30, 1943, totaled \$638,709,513.45 and were made for the purposes shown in the following tabulations:

Agricultural conservation payments.....	\$373, 212, 215. 66
Parity payments.....	197, 481, 980. 46
Payments and reimbursements under miscellaneous programs.....	- 14, 864. 00
County association expenses for all purposes administered by the AAA.....	51, 607, 879. 51
General administrative expenses in Washington, D. C., and the field for all programs administered by the AAA.....	16, 422, 301. 82
Total.....	638, 709, 513. 45

This tabulation includes expenditures applicable to previous-year programs as well as the current-year programs.

The total of \$373,212,215.66 (table 1) shown for the agricultural conservation program includes payments made under the range conservation program, the naval stores program, and advances for the purchase of conservation materials and services, which advances are deducted from payments earned by producers for their participation in the agricultural conservation program.

The total of \$197,481,980.46 (table 2) represents expenditures under the 1942 and previous parity programs.

The above statement does not include payments to sugar-program participants under the Sugar Act of 1937.